



Homeland Security Update

Division of Homeland Security

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Division of Homeland Security

1110 State Office Building
Salt Lake City, UT 84114
(801) 538-3400
(800) 753-2858
www.des.utah.gov

Commissioner:

Robert Flowers

Deputy Commissioner:

Ed Phillips

Division Director:

Verdi White

Deputy Director:

Ron Morris

To submit content for this newsletter, contact your Emergency Services community liaison or :
Derek Jensen
derekjensen@utah.gov

Managing Editor:

Derek Jensen

DPS Welcomes Ed Phillips

*Former Sheriff Will Bring Local Perspective To Homeland Security***By Derek Jensen**

Division of Homeland Security

Former Millard County Sheriff Ed Phillips has joined the Utah Department of Public Safety as a deputy commissioner.

Phillips will have direct responsibility for the department's Division of Homeland Security as well as Peace Officer Standards and Training, Internal Affairs and Personnel.

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House Report Praises EMAC Response

*Utah Sent 15 Representatives Following Hurricane Katrina***Press Office**

National Emergency Management Association

A little-known state-to-state mutual aid system was praised in the U.S. House report on Hurricane Katrina as one component of response that worked during the country's worst natural disaster. The Emergency Management Assistance Compact

(EMAC), which allows support across state lines when a disaster occurs, is responsible for deploying more than 65,916 people to the Gulf Coast, including 15 individuals from the Utah Department of Public Safety's Communications Bureau and Division of Homeland Security.

The Utah Department of Transportation and Utah Department of Corrections also deployed personnel to the area for two months. EMAC is administered by the National Emergency Management Association (NEMA), an affiliate of the Council of State Governments.

The report discussed the lack of quick decision-making in mobilizing resources during the

Katrina disaster. However, it added, "In contrast, (EMAC), a critical part of the national emergency management framework, successfully provided unprecedented levels of response and recovery personnel and assets to the Gulf coast in record time following Hurricane Katrina."

In the event of a major disaster in Utah, personnel and resources from other states could be deployed to assist our own state and local responders. "EMAC provides a benefit to our state in two ways," Public Safety Commissioner Robert Flowers said. "It provides individuals

who are deployed to another state with valuable experience working in a disaster. It also provides us with a quick resource to supplement our own response efforts in the event of a disaster here in Utah."

The U.S. House report added, "EMAC is designed by statute to be adaptable and scalable to meet the changing needs of each

event. EMAC was widely praised for its quick and effective process for putting vital resources into every aspect of the response."

The report also said that "Once activated, (EMAC) enabled an unprecedented level of mutual aid assistance to reach the disaster area in a timely and effective manner."



OES Liaison Ty Bailey briefs staff in the Florida State Emergency Operations Center.

A Year in Review: EMAC Comes Of Age In 2005

By Beverly Bell

National Emergency Management Association

In early January 2005, Arizona was hit by a brutal winter storm that dumped record-breaking amounts of precipitation on communities across the state's northern and central tiers. The city of Flagstaff alone received 35 inches of snow over three days. Homes were without power, water mains broke, creeks flooded and several people lost their lives.

This storm and the assistance Arizona requested from other states was the first event of 2005 for the Emergency Management Assistance Compact. Through EMAC, the state-to-state mutual aid agreement that allows support across state lines when a disaster occurs, National Guard troops were deployed to Arizona and assisted in the response effort.

While serious in its own right, the Arizona storm in no way foretold what devastation lay ahead for the country and what challenges EMAC would face in 2005. By the end of the year, the compact would coordinate its largest response ever, assisting in one of the most destructive natural disasters in U.S. history, Hurricane Katrina.

2005 Plan of Work

The previous year tells a tale of two EMACs; the reliable, tested system it is in January, and the bigger, better and more responsive compact it becomes with fortunate planning, careful execution and the ability to adapt to an ever-changing and more demanding environment.

EMAC had already shown in 2004 how well it could perform. Four hurricanes – Frances, Ivan, Jeanne and Charley – hit the U.S. in a six-week period. EMAC deployed a record-breaking 800 emergency management personnel from 38 EMAC-member states and California for 99 consecutive days in support of hurricane operations.

The EMAC leadership recognizes this demonstration of mutual aid utilization as an opportunity. In what will be one of the most propitious and strategic decisions in the compact's history, it's determined at the beginning of 2005 to ramp EMAC up to the next generation of response. The year will be spent over-hauling the operational system; automating information fields for more accurate data and creating a comprehensive tracking component.

Virtually every element will be evaluated and, if necessary, improved.

The vast changes to the system on all levels will prove to be critical in the unprecedented response to Hurricanes Katrina and Rita.

January to May 2005—Improvement from the Ground Up

The EMAC Operations Manual explains each aspect of the compact and how it works. It outlines all procedures and protocols for states requesting help and states providing it. The manual describes the EMAC organizational structure and delineates the chain of command for any type of event, regardless of its severity. It provides checklists and flowcharts, requisition forms and schedules. Simply put, it's the final word when it comes to EMAC.

In the early part of 2005, this manual is painstakingly reviewed, line by line. The end goal is to make the book more user-friendly and operationally oriented during a disaster. The team of people working on the manual includes those who have been with EMAC since its inception and understand the intricacies of the system. Other members are those intimately familiar with disaster response and the type of questions that come up during an event.

During the same time period, the EMAC Web site is redesigned. The event broadcast infrastructure is revamped. Notification/tracking components are expanded. Navigation is made easier and more understandable.

In addition, some of the basic EMAC operations are restructured. Many recommendations from the 2004 Hurricane Season After-Action Report – which is still in draft form at this point – are incorporated. Detailed tracking for individual disciplines, such as firefighting and law enforcement, is added.

One of the most important changes is introducing overlapping A-Teams for continuity of operations during a disaster response.

June 2005—Setting EMAC's Long-Term Strategy

The hurricane season officially begins June 1. A few days later, the EMAC Executive Task Force meets. These 18 people provide leadership, administration and management of the compact. During the

first half-day of the session, members focus on training and resource typing issues, review the nearly completed Operations Manual, and participate in a demonstration of the new Web site. They received a status report of the 2004 Hurricane Season After-Action Report and the findings to date.

The remaining day-and-a-half is spent discussing, debating and making extensive revisions to the compact's five year strategic plan. Everyone agrees that EMAC reached a significant milestone in 2004 with its hurricane response.

But they also realize that this very response demands even more from the compact. Next time, they reason, the expectations will be even higher and EMAC has to be ready.

The task force commits itself to four main goals: 1) provide leadership on mutual aid issues; 2) strengthen mutual aid through stronger relationships; and 3) align EMAC with national preparedness priorities. The last goal articulates what had already been taking place – greatly enhancing the system's capability.

The meeting concludes on June 8. The first storm of the season, Tropical Storm Arlene, makes landfall on the Florida Panhandle three days later.

July 2005—First U.S. Hurricane of the Year

After months of work, EMAC introduces its totally revamped website on July 1. EMAC key contacts from each state familiarize themselves with the event broadcast system and its new features. In addition, the newly published EMAC Operations Manual is released.

Hurricane Dennis, a Category 3 storm, hits Florida on the afternoon of July 10th. Two days prior, EMAC has teams in place to help coordinate response efforts. This includes its National Coordinating Group, which provides oversight and governance of the compact, and three A-Teams, the lead group assigned to work with the impacted state EOC during a disaster event, in Florida, Alabama and Mississippi. Fortunately, Dennis' impact is far less serious than first anticipated.

The affected states handle most of the demands on their own, requiring little

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EMAC

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state-to-state mutual aid.

August 2005—Disaster Strikes

Preparing for its annual rotation of EMAC National Coordinating Group members, EMAC leadership holds a transition exercise Aug. 9-10. This represents the final step in preparing the new team for the responsibilities it will assume at the end of the month.

The two-day program entails a senior officials and operational briefing, as well as a simulated disaster exercise that includes an earthquake in New York and wildfires in Washington state. The mock disasters and response are followed by a hotwash, in which actions during the exercises are critiqued.

Next on the agenda is the National Emergency Management Association Annual Conference, Aug 28-31. Administered by NEMA through its Response and Recovery Committee, EMAC provides an annual report at the conference. This year, the meeting is held in Alaska, the home state of the NEMA 2005 President, Dave Liebersbach. The completed 2004 Hurricane Season After-Action Report is presented as well as a status report on Hurricane Katrina.

At each of NEMA's two annual conferences, EMAC has a meeting room on standby in case a disaster occurs, and the compact must establish a temporary command center to deploy resources. As Hurricane Katrina builds in the Atlantic Ocean and a U.S. landfall becomes imminent, EMAC administration opens this office at the Anchorage hotel the day before the conference begins, constantly monitoring the hurricane's path.

Katrina continues to strengthen, reaching Category 5. A-Teams arrives on Aug. 27 in Florida and Mississippi, with another in Louisiana on Aug. 28. The EMAC National Coordinating Team (NCT), which serves as the liaison to the Federal Emergency Management Agency and the National Guard, sets up on the same day at the FEMA National Response Coordination Center in Washington, D.C.

The hurricane weakens slightly to a Category 4 and on Aug. 29, hits New Orleans. It decimates southern Louisiana and the Mississippi Gulf Coast, and also damages parts of Alabama. Despite the severity, it's first believed that New Orleans, which is below sea-level, has dodged a bullet because the destruction isn't worse. Then, the levees, which protect the city on a daily basis from Lake Pontchartrain to the north, are breached. Eighty percent of New Orleans is flooded, killing more than 1,000 people, destroying thousands of homes and leaving tens of thousands stranded.

The new EMAC National Coordinating Group takes over, ironically, the same day that Katrina makes landfall in Louisiana and Mississippi. The outgoing NCG remains on hand to assist and help coordinate the unprecedented response.

September 2005

Even before the full magnitude of the disaster becomes evident to the world, EMAC is getting help to the affected states. Every kind of imaginable resource and expertise is needed: hazmat responders, swift water rescue, helicopters, medical per-

sonnel, livestock inspectors, law enforcement, sandbags, and thousands and thousands of National Guard troops.

EMAC has deployed the National Guard during other events, but not to this degree. By the end of September, it's estimated that EMAC has coordinated 12,843 troops and more than 8,900 civilians. Personnel and equipment come into the devastated area from all over the country, as well as Puerto Rico and the U. S. Virgin Islands.

On Sept. 24, as the Gulf Coast is still reeling from Katrina, Hurricane Rita strikes southeastern Texas and southwestern Louisiana. The Category 3 storm causes extensive power outages while the storm surge re-floods some areas in New Orleans. EMAC member states provide another 4,400 people and approximately \$55 million in total aid.

October to November 2005—The Onslaught Continues

These two months are spent keeping people and resources flowing to the affected states. A total of 64,207 personnel are deployed through EMAC for the response to hurricanes Katrina and Rita. This represents over \$819.3 million in total costs. All of the compact's previous records are shattered and the system meets a level of demand never before required.

EMAC develops a post-deployment survey on its Web site for all those who traveled to the ravaged areas and provided assistance. The feedback will be included in the 2005 Hurricane Season After-Action Report, and later, to make further changes to the compact.

Congress holds various committee and sub-committees hearings during October and November, investigating the Hurricane Katrina response. As part of the research, EMAC provides numerous reports to these committees and their staffs.

In the middle of October, EMAC lends additional help to New Hampshire when the state experiences serious flooding. A week later, Hurricane Wilma hits southern Florida. An EMAC National Coordinating Group is established in Washington, D.C. along with a Regional Coordinating Team in Atlanta. Fifty-two personnel will be deployed and a total of \$6.4 million in resources will be dedicated as a result of this latest hurricane.

December 2005

Mississippi transitions its response to in-state EMAC A-Team members while Louisiana is expected to have assisting state A-Teams through March. The response totals include over 2,188 missions comprising 67,891 personnel (19,481 civilians and 48,477 National Guard).

The year ends with wildfires in Texas and Oklahoma, flooding in California, and December's Hurricane Epsilon, a record-breaking 14th storm of the season. EMAC continues to consolidate results from its deployment survey, update statistics, organize several post-event critiques and develop an on-line training management system. This is part of an educational campaign that will reach down to the local level of disaster response.

The strides made during early 2005 are instrumental in EMAC's successful response to the year's natural disasters. While Hurricane Katrina reveals other areas within EMAC that need further review, the compact plans to use the ensuing reports, feedback and self-evaluation as a foundation to create a better system—one that's even more prepared for the next major disaster.

Reports From The Field

DHLS Planner Returns From Deployment to Florida

I reported to and worked in the State EOC for most of my deployment as the Deputy Team Leader for Emergency Support Function 15 (ESF 15), Donations and Volunteers. I worked for the Governor's Commission of Volunteers—"Volunteer Florida"—responsible for donations, matching and volunteers for the state. My main duties included managing staff, monitoring requests, working special issues, leading state conference calls, and giving daily briefings. This was the same position I worked last year during my EMAC deployment, so it was good to have some continuity.

Hurricane Wilma hit the southwest coast and was expected to lose strength. Instead, upon reaching the Atlantic Ocean the hurricane intensified and did more damage on the east coast where little preparations were made. It was like being hit by two different storms. Wilma left more than 3.5 million people without power—many for more than three weeks—destroyed more than 25,000 homes, and killed more than 30 people.

Observations

- Division of Emergency Services falls under the Department of Community Affairs (DCA). Homeland Security is separate and part of Public Safety. DCA has a different relationship with county governments



Ty Bailey

LNO/Planner

Division of Homeland Security
Office of Emergency Services

EMAC Assignment: State Emergency Operations Center

Location: Tallahassee & Orlando, Florida

Deployment Dates: 10/25/05-11/15/05

than public safety.

- Florida is the 1st fully accredited EMAP state.
- They are organized into branches first and then Emergency Support Functions. For example, Human Services Branch manages ESF's 6, 11, 15 and 17.
- Logistics Branch was a main player and well connected with ESF 13 (Military). They shipped 365 trucks of water, ice and food the first day. In 15 days, the state shipped 4,962 truck loads to three Logistical Staging Areas (LSAs). Many of the LSAs were run by the Florida National Guard. County fairgrounds make good LSAs.
- The state has a take charge attitude which allowed the military and FEMA to respond. The state declaration was made five days prior to landfall. The goal was to have the situation stabilized within the first

72 hours. Fuel tankers for responders were pre-staged. The state deployed 46 liaisons into approximately 14 counties. The state gave daily objectives every operational period. The two least busy people were the Director of Emergency Management and the Operations Chief because of span of control and branch management structures.

- The state used other sources for emergency work help. EMAC positions were requested by name instead of general broadcasts. Reserve teams were activated from other States. Directed Action Teams were developed to seek out pockets of needs. Community Relations teams were sent to work with shelters to facilitate the movement of people from shelters to long-term housing.

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Phillips

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"Ed will bring with him an enormous wealth of professional experience and respect," said Public Safety Commissioner Robert Flowers. "He has a vast amount of experience in county government. I believe he will provide valuable support and guidance in coordinating the state and local response to homeland security."

Phillips served as Millard County Sheriff from 1978 until 2006. After his initial election, Phillips ran unopposed for six additional terms. During his nearly 28 years as Sheriff he transformed his office into a modern, well-staffed and equipped law enforcement agency. Phillips has continually looked for improved methods of providing public safety for the citizens he has served. He was one of the first

sheriffs in Utah to contract with cities to provide law enforcement services and contract with the Utah Department of Corrections to house state inmates in a county jail. Phillips has been extremely active in promoting state and local government rights and continues those efforts at every opportunity.

"We've partnered with Commissioner Phillips on a variety of projects, including communication, exercises, training and planning," Division of Homeland Security Director Verdi White said. "He is a very engaging person and has been a great partner in the improvement of public safety in our state."

Phillips has served as president of the Utah Sheriffs' Association on three separate occasions and is the immediate past president of the Western States Sheriffs' Association. He has served on the Board of Directors of the National Sheriffs' Association. He is currently Utah's local

law enforcement representative of the Rocky Mountain Information Network Advisory Board.

Phillips has been an active member of the Utah Association of Counties (UAC) since taking office in 1979.

He has served on the UAC Board of Directors, and is currently chair of the public safety steering committee. He has served as a member of Utah County Insurance Pool board of trustees since 1996.

Phillips has also served on numerous boards and committees including: Council of Criminal and Juvenile Justice, State Courts Revision Task Force, Law Enforcement Legislative Committee, Utah Commission on Drunk Driving, Judicial Appointment Review Board, Emergency Medical Services Council, Peace Officer Standards and Training Council, and numerous other state and local boards and committees.

2006 Landslide Season Gets Underway Early In Utah

By Tammy Kikuchi

Utah Department of Natural Resources

Utah's 2006 landslide season got an early start on Feb. 28 when a small slide temporarily blocked the road to the Pinecrest subdivision in a side canyon to Emigration Canyon. Typically, the landslide season runs from the beginning of March through the end of May as groundwater levels rise from infiltrating snowmelt water. High groundwater can trigger land slippage or movement. Despite February's landslide, this year is not expected to be as active as last year.

One of the key indicators for predicting the severity of the landslide season is the weather. "Last year, we knew in January that it was going to be an active year because of the heavy high-elevation snow pack that had been accumulating for sev-

eral months, and above-normal precipitation at lower elevations," said Francis Ashland, landslide specialist in the Geologic Hazards Program at the Utah Geological Survey (UGS). "This year, the snow pack is generally not as heavy, except locally in northern Utah. Recent wet storms combined with groundwater levels that remain high from last year may lead to an active season."

In 2005, the UGS documented more than 100 landslides, however, it is believed to be a small percentage of the actual total number of active slides in the state. Most of the documented landslides were reactivations of existing landslides. "We monitor 50 active landslides from Morgan County to Utah County to track landslide potential each year," said Ashland.

As development, particularly in north-

ern Utah, creeps higher onto the foothills, some communities are taking proactive steps to understand their risk for landslides. For example, Provo, Lindon, Draper, Layton and Salt Lake County have recently taken steps such as enacting ordinances requiring geologic hazards evaluations to be conducted as part of an application for development. In the meantime, the Geologic Hazards Program staff continues to monitor landslides and keep emergency personnel up-to-date on landslide conditions.

Additional information on landslides, including 2005 events, is available at: <http://geology.utah.gov/utahgeo/hazards/landslide/index.htm>

Francis Ashland, landslide specialist in the Geologic Hazards Program at the Utah Geological Survey can be reached at (801) 537-3380.

Logan Earns StormReady Designation from the NWS

By Jim Teet

NOAA

Officials from NOAA's National Weather Service congratulated the emergency management team of Logan, Utah, recently for completing a set of rigorous criteria necessary to earn the StormReady distinction.

"StormReady encourages communities to take a proactive approach to improving local hazardous weather operations and public awareness," said Kevin Barjenbruch, warning coordination meteorologist at the National Weather Service forecast office in Salt Lake City. "StormReady arms communities with improved communication and safety skills needed to save lives and property – before and during the event."

The nationwide community preparedness program uses a grassroots approach to help communities develop plans to handle local severe weather and flooding threats. The program is voluntary and provides communities with clear-cut advice from a partnership between local National Weather Service forecast offices and state and local emergency managers.

StormReady started in 1999 with seven communities in the Tulsa, Okla. area. There now are more than 900 StormReady communities in 49 states.

Larry Dunn, meteorologist-in-charge of



The National Weather Service's Dr. Larry Dunn (far left), Logan Safety / Environmental Health Manager) Will Lusk and Logan Mayor Randy Watts pose for a picture during February's ceremony.

the Salt Lake City forecast office, presented a recognition letter and special StormReady signs to city officials at a recent Logan City Council meeting. The StormReady recognition will remain in effect for three years when the City of Logan will go through a renewal process.

"Every year, around 500 Americans lose their lives to severe weather and floods," said retired Air Force Brig. Gen. David L. Johnson, director of NOAA's National Weather Service. "More than 10,000 severe thunderstorms, 2,500 floods and 1,000 tornadoes impact the United States annually, and hurricanes are a threat to the Gulf and East Coasts. Potentially deadly weather can affect every person in the country. That's why NOAA's National

Weather Service developed the StormReady program."

To be recognized as StormReady, a community must:

- Establish a 24-hour warning point and emergency operations center;
- Have more than one way to receive severe weather forecasts and warnings and to alert the public;
- Create a system that monitors local weather conditions;
- Promote the importance of public readiness through community seminars;
- Develop a formal hazardous weather plan, which includes training severe weather spotters and holding emergency exercises.

The City of Logan has already seen the benefits of becoming StormReady. In working toward StormReady recognition last winter, Logan officials incorporated hydrometeorological monitoring equipment into a hazardous weather operations plan.

When flooding occurred along the troubled Blacksmith Fork River in spring 2005, the city was prepared.

"We were ahead of the water rather than behind it," said Will Lusk, safety/environmental health manager for the city of Logan. "While we still suffered some losses, damages were much less than what they could have been."

From the Director

Improving Plans A Key Focus For The Coming Year

Our state experienced an eventful 2005. Between widespread flooding, local disasters and the hosting of Hurricane Katrina evacuees, state and local agencies had a myriad of opportunities to test their response capabilities. Hurricanes Katrina, Rita and Wilma also gave each of us reason to pause and evaluate our own agencies' level of preparedness for a catastrophic disaster. We have excellent people and plans at both the state and local level. But there is always more we can do.

With this in mind, we are moving ahead with some important projects that



Verdi White

will improve our state's level of preparedness for a major disaster. The most important project is the Comprehensive Preparedness Initiative. The initiative is a process to ensure that the preparedness efforts of the state of Utah and its local partners are integrated across all disciplines and levels of government. The process will ensure that state and local jurisdictions have the plans, training, and exercise experience in place to effectively and efficiently respond to a catastrophic event, either man made or naturally occurring.

The implementation of the statewide Comprehensive Preparedness Initiative will be conducted in phases, with assessments of state and local plans com-

ing first. State and local plan revisions will then occur, which will integrate roles and responsibilities at both levels of government. We look forward to working with state and local agencies over the next several months as we improve our plans and enhance the overall preparedness in our state and local communities.

We will also continue to focus on improving our state's communications systems through improved interoperability of voice and data equipment. As has been demonstrated during 9/11 and the recent hurricanes, communication must occur between all levels of government and response disciplines in order for the citizens we serve to be better protected.

Deployment

(Continued from page 4)

- Access to multiple conference rooms was important as much of the state and county communication happened on conference calls at the same time (for example, logistics, human services, response and policy).
- The State communicated with counties with designated ESF contacts.
- Emergency Operations Centers had a main line which transferred people to the appropriate ESF.
- Tracker is a great resource for ESF's ability to share the right information.

- Planning sections were able to give current information on power outages, fuel situation, shelter status, government closures, school closures, curfews, etc.

I had a great experience and appreciate the opportunity to bring some information home. Florida has a lot of practice and hurricanes have unique characteristics that call for a specific type of response. The EMAC opportunity is the best training available for emergency management personnel.

Utah might benefit from deploying specific people for future EMAC assignments, including county emergency managers and operations staff members. Other states have reserve teams that become state temporary employees while on EMAC assignments and work with FEMA community relations teams during a home state declaration.

Upcoming DHS Training Classes

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Course Name	Date	Location
Recovery From Disaster	March 21	Salt Lake City
Threat / Risk Assessment	March 21-23	Brigham City
Post EQ Evaluation of Bldgs.	March 24	State Office Bldg.
Psycho-Motor Skills	April 10-14	Bountiful
ICS Advanced	April 12-13	Camp Williams
Preparing for the Big One	April 12	SLCC Miller Campus
Preparing for the Big One	April 13	SL County EOC
ICS Train-the-Trainer	April 18-21	Camp Williams
Emgncy Png/Special Needs	April 25-26	Salt Lake City
NIMS/ICS for Executives	April 25-26	Salt Lake City
Ready Your Business	April 27	Ogden
Cyber Security	May 10 & May 11	SLCC & SL Cnty EOC

Register for classes online at www.des.utah.gov